

Message Text

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ACTION LAB-04

INFO OCT-01 NEA-10 ISO-00 IO-13 CIAE-00 COME-00 EB-08

INR-07 NSAE-00 SIL-01 MMO-01 TRSE-00 /045 W

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R 030712Z MAR 77

FM AMEMBASSY TEHRAN

TO SECSTATE WASHDC 1474

LIMITED OFFICIAL USE SECTION 1 OF 3 TEHRAN 1944

E.O.11652: N/A

TAGS: ILO, ELAB, IR

SUBJ: ILO ACTIVITIES IN IRAN

REF: STATE 3255, STATE 18014, STATE 21062

1. LISTED BELOW ARE ILO PROJECTS IN IRAN OPERATING CURRENTLY OR TERMINATED IN LAST TWO YEARS. PROJECT INFORMATION LISTED IN FOLLOWING ORDER:

- A. NAME
- B. PROJECT NUMBER
- C. FUNDING: DIRECT INTERNATIONAL COST" (DIC) OR TOTAL PRICE TAG FOR PROJECT IN DOLLARS; UNDP SHARE; AND COST-SHARING FIGURE (CS) PAID BY GOI.
- D. STAFFING: CURRENT PROJECTS INCLUDE BOTH NUMBERS OF STAFF AND TOTAL MAN-MONTHS (M/M) FOR PROJECT; TERMINATED PROJECTS LIST ONLY TOTAL MAN-MONTHS.
- E. PROJECT LOCATION
- F. COUNTERPART GOI ORGANIZATION
- G. STARTING/TERMINATING DATES

PROJECT INFORMATION IS FROM UNDP OFFICIALS IN TEHRAN. DISCREPANCIES BETWEEN THESE STATISTICS AND PROJECT INFORMATION IN STATE 18014 DUE TO SUBSEQUENT PROJECT AMENDMENTS AND REPHASING.

1. A. DEVELOPMENT OF RURAL NON-FARM ACTIVITIES

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B. TRA 72-009

C. DIC 935, 179/UNDP 431,900/CS 503,279

D. 10 (317.3M/M)

E. TEHRAN

F. MINISTRY OF AGRICULTURE

G. 6/72-4/78

2. A. VOCATIONAL TRAINING

- B. IRA 72-024
- C. DIC 3,295,184/UNDP 614,164/CS 2,681,020
- D. 33 (807 M/M)
- E. TEHRAN
- F. MINISTRY OF LABOR AND SOCIAL AFFAIRS
- G. 8/72-4/78
- 3. A. VOCATIONAL TRAINING
 - B. IRA 72-038
 - C. DIC 459, 257/UNDP 396,000/CS 63,257
 - D. 17 (264 M/M)
 - E. BABOL
 - F. MINISTRY OF EDUCATION
 - G. 5/72-4/78
- 4. A. SOCIAL SECURITY
 - B. IRA 74-044
 - C. DIC 259,600/UNDP 45,300/ CS 214,300
 - D. 3 885 M/M)
 - E. TEHRAN
 - F. MINISTRY OF HEALTH AND SOCIAL WELFARE
 - G. 8/75-7/77
- 5. A. FOREIGN WORKERS EMPLOYMENT
 - B. IRA 75-001
 - C. DIC 3,500/UNDP 3,500
 - D. 1 (1 M/M)
 - E. TEHRAN
 - F. MINISTRY OF LABOR AND SOCIAL AFFAIRS
 - G. 4/75-5/75
- 6. A. MANPOWER PLANNING AND EMPLOYMENT PROMOTION
 - B. IRA 73-032

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- C. DIC 357,400/UNDP 81,250/CS 276,150
- D. 2 (91.4 M/M)
- E. TEHRAN
- F. PLAN AND BUDGET ORGANIZATION
- G. 4/74-8/77 (POSSIBILITY OF EXTENSION TO 4/78)
- 7. A. OCCUPATIONAL SAFETY AND HEALTH INSTITUTE
 - B. IRA 74-033
 - C. DIC 1,255,500/UNDP 200,000/CS 1,055,500
 - D. 2 (224 M/M)
 - E. TEHRAN
 - F. MINISTRY OF LABOR AND SOCIAL AFFAIRS
 - G. 9/76-3/80
- 8. A. LABOR POLICY AND ADMINISTRATION
 - B. IRA 74-004
 - C. DIC 79,500/UNDP 75,350/CS 4,150
 - D. 23.5 M/M
 - E. TEHRAN
 - F. MIISTRY OF LABOR AND SOCIAL AFFAIRS
 - G. 2/76-1/77

9. A. EMPLOYMENT SERVICE ORGANIZATION

- B. IRA 70-018
- C. DIC 177,864/UNDP 127,614/CS 50,250
- D. 55.5 M/M
- E. TEHRAN
- F. MINISTRY OF LABOR AND SOCIAL AFFAIRS
- G. 7/71-12/76

10. A. HANDICRAFT DEVELOPMENT

- B. IRA 70-021
- C. DIC 76,405/UNDP 68,625/CS 7,780
- D. 24 M/M
- E. TEHRAN
- F. MINISTRY OF INDUSTRY AND MINES
- G. 3/74-3/76

11. A. RURAL VOCATIONAL TRAINING

- B. IRA 72-001
- C. DIC 259,164/UNDP 224,850/CS 34,337

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- D. 69.3 M/M

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TO SECSTATE WASHDC 1475

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- E. TEHRAN
- F. MINISTRY OF EDUCATION
- G. 6/72-6/75

12. A. SILK HANDLOOM WEAVING AND DESIGN DEVELOPMENT

- B. IRA 72-026
- C. DIC 106,810/UNDP 55,166/CS 51,644

- D. 40 M/M
 - E. TEHRAN
 - F. NATIONAL ORGANIZATION FOR FAMILY WELFARE AND PLANNING
 - G. 3/73-8/76
13. A. PORT OPERATION TRAINING
- B. IRA 73-001
 - C. DIC 88,159/UNDP 29,909/CS 58,250
 - D. 31 M/M
 - E. TEHRAN
 - F. MINISTRY OF ROADS AND TRANSPORTATION
 - G. 12/73-11/75
14. A. DEVELOPMENT OF WORKER COOPERATIVES
- B. IRA 74-011
 - C. DIC 62,954/UNDP 39,904/CS 23,050
 - D. 18 M/M
 - E. TEHRAN
 - F. MINISTRY OF LABOR OAND SOCIAL AFFAIRS
 - G. 11/74-5/76
15. A. DEVELOPMENT AND SUPERVISORY TRAINING IN PROVINCIAL CENTERS
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- B. IRA 69-530
 - C. DIC 855,477/UNDP 841,609/CS 13,868
 - D. 120.6 M/M
 - E. VARIOUS
 - F. INDUSTRIAL MANAGEMENT INSTITUTE
 - G. 1/69-12/75
2. FOLLOWING IS CRITICAL EVALUATION OF FIVE PROJECTS REQUESTED PER PARA 3, STATE 18014:
- A. VOCATIONAL TRAINING (IRA 72-024): THIS IS ILO'S LARGEST, AND THEREFORE SHOWCASE PROJECT IN IRAN. OBJECTIVES ARE DEVELOPMENT OF "MODULAR EDUCATIONAL SYSTEM" (MES) METHODOLOGY PACKAGES, TRAINING OF COUNTERPART TEACHER TRAINEES, CONSTRUCTION OF KARAJ VOCATIONAL TRAINING CENTER, AND TRAINING OF 1800 IRANIAN INDUSTRIAL TRAINEES AT TURIN CENTER. THERE IS NO TRIPARTITE PARTICIPATION. ALTHOUGH DIRECTED BY EXPERIENCED PROJECT MANAGER AND PROVIDING PRODUCT BADLY NEEDED IN IRAN, PROJECT HAS HAD ROUGH GOING AND IS IN SOME TROUBLE. MAIN PROBLEM IS THAT GOI HAS NOT COME UP WITH PROMISED NUMBERS OF COUNTERPART TRAINEES, AND QUALITY OF THOSE PROVIDED HAS BEEN POOR. PROJECT HAS HAD TO SHRINK TIS OBJECTIVES TO MEET LOWER NUMBERS OF COUNTERPARTS THAN ANTICIPATED. CONSTRUCTIONOF KARAJ VT CENTER HAS FALLEN BEHIND SCHEDULE AND DEVELOPMENT OF MES PACKAGES HAS TAKEN LONGER DUE TO DELAY/ABSENCE OF GOI INPUTS. GOI IS KNOWN TO BE EXTREMELY UNHAPPY WITH TURIN CENTER TRAINING. PROJECT OFFICERS FAMILIAR WITH PROGRAM PRIVATELY COMMENT THAT ILO ANTICIPATED THIS TRAINING WOULD PROVE A FIASCO. THEY ATTRIBUTE PROBLEMS BOTH TO LOW LEVEL OF TRAIN-

EES, WHO LACK TECHNICAL BACKGROUND THAT WOULD ENABLE THEM TO PROFIT FROM TRAINING, AND TO TURIN CENTER'S FAILURE TO PRODUCE PROMISED TAILOR-MADE PROGRAM. GENERAL SLOWDOWN IN PROJECT HAS LED TO NUMBER OF INPUTS BEING REPHASED. IN OVERALL PROJECT, 166 M/M ARE STILL UNOBLIGATED, REPRESENTING CONSCIOUS DECISION BY GOI TO PROGRAM RESOURCES TO CORRESPOND WITH OPENING OF KARAJ CENTER, IN ORDER TO BOOST LIMITED OFFICIAL USE

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START OF THAT OPERATION.

B. RURAL NON-FARM ACTIVITIES (IRA 72-009): OBJECT IS BOTH COUNTERPART TRAINING AND STUDY OF FEASIBILITY OF NON-AGRICULTURAL ECONOMIC ACTIVITIES AIMED AT DEVELOPING RURAL ECONOMIC INFRASTRUCTURE AND STEMMING TIDE OF RURAL-URBAN MIGRATION. THERE IS NO TRIPARTITE PARTICIPATION. GIVEN IRANIAN LABOR SHORTAGE WHICH STIMULATES MIGRATION TO URBAN CENTERS, PROJECT ANSWERS PRESSING NEED IN IRAN. PROJECT HAS FALLEN BEHIND ONE YEAR, WITHOUT NEW INPUTS BEING MADE TO IT, DUE MAINLY TO GOI BUREAUCRATIC BOTTLENECKS AND INADEQUATE BUDGETARY PROCEDURES (E.G., MINISTRY ASSUMES FUNDS WILL BE AVAILABLE WHEN AGREEING TO INPUTS, ONLY TO FIND LATER THEY ARE NOT.) PROJECT HAS SUFFERED FROM POOR FIELD FACILITIES AND UNAVAILABILITY OF COUNTERPARTS FOR BOTH TRAINING IN OR MANAGEMENT OF PROJECT. ORIGINAL GOI COUNTERPART ORGANIZATION, MINISTRY OF COOPERATIVES AND RURAL AFFAIRS, WAS RECENTLY DISSOLVED, AND PROJECT NOW BEING TAKEN OVER BY MINISTRY OF AGRICULTURE. NEVERTHELESS, PROJECT RECOMMENDATIONS FOR GOI SIXTH DEVELOPMENT PLAN (BEGINNING MARCH 1978) WERE WELL RECEIVED AND MIGHT INFLUENCE GOI PLANNING.

C. OCCUPATIONAL SAFETY AND HEALTH (IRA 74-033): OBJECTIVES ARE TO ASSIST AND ADVISE MINISTRY OF LABOR AND SOCIAL AFFAIRS IN SETTING UP SAFETY/HEALTH INSTITUTE, AND TO PERFORM FACTORY INSPECTIONS. THERE IS NO TRIPARTITE PARTICIPATION. PROJECT ONLY GOT UNDER WAY 11/76, BUT IS ALREADY PLAGUED BY UNAVAILABILITY OF COUNTERPART INSTRUCTOR TRAINEES. MAIN PROBLEM IS THAT ILO HAS BEEN ABLE TO PROVIDE ONLY TWO SPECIALISTS, NEEDS AT LEAST FOUR MORE WHICH IT HAS NOT BEEN ABLE TO RECRUIT, AND HENCE WILL PROBABLY HAVE TO REPHASE PROJECT TO SOME DEGREE.

D. MANPOWER PLANNING AND EMPLOYMENT PROMOTION (IRA 73-032): OBJECTIVE IS RESEARCH LEADING TO MANPOWER RECOMMENDATIONS TO PLAN AND BUDGET ORGANIZATION. THERE IS NO

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ACTION LAB-04

INFO OCT-01 NEA-10 ISO-00 CIAE-00 COME-00 EB-08 INR-07
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TRIPARTITE PARTICIPATION. ALTHOUGH SMALL, THIS IS PROBABLY ILO'S MOST EFFECTIVE SINGLE PROJECT IN IRAN. IT IS ON SCHEDULE, HAS AN ABUNDANCE OF COUNTERPARTS, AND POLICY PAPERS SEEM TO BE REACHING PROPER PLANNING LEVELS. GOI IS LIKELY TO EXTEND PROJECT ANOTHER YEAR AND SEEK FOLLOW-ON PROJECT LASTING ANOTHER THREE YEARS. SUCCESS IS DUE TO FACT THAT PLAN AND BUDGET ORGANIZATION IS CURRENTLY POWERFUL MINISTRY WHICH ATTRACTS LARGER NUMBER AND HIGHER CALIBER OF EMPLOYEES THAN DO OTHER GOI OFFICES, AND TO FACT THAT PROJECT REQUIRES FEWER GOI INPUTS THAN OTHER PROJECTS.

E. SOCIAL SECURITY (IRA 74-044): OBJECTIVES ARE ACTUARIAL COUNTERPART TRAINING, ADVICE TO MINISTRY OF HEALTH ON ORGANIZATION OF SOCIAL SECURITY SYSTEM, AND STUDY OF FEASIBILITY OF EXTENDING SOCIAL SECURITY COVERAGE TO RURAL AREAS. THERE IS NO TRIPARTITE PARTICIPATION. PROJECT IS ACKNOWLEDGED WITHIN U.N. OFFICE HERE TO BE POOREST IN IRAN. GOI HAS SHOWN THAT IT DOES NOT CARE ABOUT PROJECT, HAS NOT MADE USE OF IT, AND IS UNPREPARED TO FOLLOW THROUGH ON PROJECT'S RECOMMENDATIONS. MAIN PROBLEM IS THAT PROJECT, ORIGINALLY ENVISIONED ONLY AS SMALL ADVISORY TYPE, WAS OVERTAKEN BY EVENTS AND SUBSEQUENTLY OVERLOOKED WHEN GOI SIGNED COMMERCIAL CONTRACT WITH AMERICAN COMPUTER FIRM TO STUDY IMPLEMENTATION OF SOCIAL SECURITY FUND AND TO SET UP COMPUTER CENTER FOR FUND. COMMERCIAL PROJECT
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WILL INVOLVE 3,000 STAFF, INCLUDING 300 AMERICANS, AND IS THE SORT OF GRANDIOSE UNDERTAKING THAT APPEALS TO WORST INSTINCTS IN GOI OFFICIALS. DESPITE GREAT DEAL OF GOI SLOGANEERING ON SUBJECT, GOI APPEARS NOT TO HAVE SERIOUS INTENTION OF EXTENDING COVERAGE TO RURAL AREAS, HAS YET TO COME UP WITH PLAN FOR SUCH COVERAGE.

3. UNDP AND ILO OFFICIALS IN IRAN POINT OUT THAT GOI HAS OFTEN BASED DECISIONS ABOUT PROJECTS AND EXPENDITURES ON NON-RATIONAL POLITICAL MOTIVATIONS AND EXPEDIENTS WHICH HAVE MADE GOI INTENTIONS WITH REGARD TO TECH ASSISTANCE PROJECTS DIFFICULT TO ANTICIPATE. FIVE YEARS AGO GOI HAD LARGE NUMBER OF PROJECT REQUESTS, BUT AT PRESENT THERE ARE NO REQUESTS FOR NEW PROJECTS, AND TALK OF ONLY SOME RENEWALS. GOI APPEARS TO BE PHASING OUT ILO PROJECTS IN PART FOR REASONS OF AUSTERITY, DESPITE FACT THAT COST OF UNDP TECH ASSISTANCE IS FAR LOWER THAN AVAILABLE BILATERAL ASSISTANCE. UNDP COSTING FIGURE IS \$48,000 PER MAN YEAR (PLUS INCREMENT OF ABOUT 10 PERCENT ANNUALLY AS INFLATION FACTOR), AS COMPARED TO ABOUT \$110,000 FOR U.S. TECH ASSISTANCE, \$85,000 FOR BRITISH, \$90,000 FOR GERMAN. COST OF JAPANESE AND SOVIET BILATERAL ASSISTANCE IS EXPECTED TO BE CONSIDERABLY CLOSER TO UNDP FIGURE.

4. IRANIAN TRIPARTITE COMMITTEE MENTIONED IN STATE 18014, PARA 4, GENERALLY OPERATES SATISFACTORILY IN ANNUAL REVIEW/ REPHASING/AMENDMENT PROCESS, BUT TENDS TO BE FORUM FOR PIE-IN-SKY PROMISES BY GOI, PARTICULARLY IF PARTICIPANTS HAPPEN NOT TO BE FROM WORKING LEVELS OF MINISTRIES.

5. THE 1975 EMPLOYEMENT STRATEGY MISSION MENTIONED IN STATE 18014, PARA 4, IS BELIEVED TO REFER TO 1971 HIRSCH MISSION WHICH PRODUCED BOOK ON DEVELOPMENT RECOMMENDATIONS FOR GOI. BOOK HAS PROVED TO BE MORE INSPIRATIONAL THAN A UTILITARIAN GUIDE, AND HAS NOT BEEN BLUEPRINT FOR UNDP/ILO LIMITED OFFICIAL USE

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ACTIVITIES.
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Message Attributes

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